



CITY OF OAKLAND

AGENDA REPORT

TO: Jestin D. Johnson
City Administrator

FROM: Josh Rowan, Director
Oakland Department of
Transportation

Floyd Mitchell, Chief,
Oakland Police Department

Darlene Flynn, Director
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Equity

Joe DeVries, Deputy City
Administrator
City Administrator's Office

SUBJECT: 2023 Safe Oakland Streets (SOS)
Initiative Annual Report

DATE: June 24, 2024

City Administrator Approval

Date:

RECOMMENDATION

Staff Recommends That The City Council Receive The 2023 Safe Oakland Streets (SOS) Annual Informational Report From The Department Of Transportation, In Coordination With The Oakland Police Department, The Department Of Race And Equity, And The City Administrator's Office

EXECUTIVE SUMMARY

To address this continued public safety epidemic of severe and fatal traffic crashes in Oakland, the City launched an interdepartmental partnership, the Safe Oakland Streets (SOS) initiative, in 2021. This report serves as the annual SOS status update on activities for calendar year 2023.

The SOS Initiative recognizes that life-changing and life-ending collisions on roadways are preventable with prioritized, targeted, and comprehensive strategies. Accordingly, the SOS initiative prioritized and made tangible progress in the six strategic areas of work: 1) Coordination and Collaboration; 2) Engineering; 3) Policy; 4) Planning and Evaluation; 5) Engagement, Education, and Programs; and 6) Enforcement. The SOS approach is to focus available resources on the solutions with the most impact to save lives at locations that are

disproportionately impacted by traffic violence. For this reason, the City prioritizes traffic safety investments in High Priority Equity Communities¹ and on the High Injury Network (HIN),² and traffic safety enforcement operations to address the most dangerous driving behaviors. The SOS initiative’s novel approach and targeted solutions require the support of elected officials and City departments in the form of concrete actions to increase the delivery of traffic safety improvement projects, policies, programs, and partnerships.

BACKGROUND / LEGISLATIVE HISTORY

Severe and fatal traffic crashes in Oakland remain unacceptably high. In 2023, 33 people were killed by traffic violence – slightly lower than the recent high of 36 fatalities in 2022 (see **Table 1** below). Fatalities involving people walking and biking in 2023, however, were the highest they have been in the last five years, accounting for over 60% of all traffic fatalities.³ The most common causes of fatal and severe crashes in the City continue to be unsafe turning, speeding, failure to yield, and driving under the influence of drugs and/or alcohol. Crashes continue to disproportionately occur in Oakland’s Priority Equity communities and on the 2018 HIN.

Table 1. Traffic Fatalities 2019-2023¹

	2019 Fatalities	2020 Fatalities	2021 Fatalities	2022 Fatalities	2023 Fatalities
Total Fatalities:	26	36	30	36	33
Pedestrian	10	14	8	12	15
Bicyclist	3	1	2	3	5
Driver	8	15	14	10	7
Passenger	0	3	1	5	3
Motorcyclist	4	3	2	6	2
Other Motorized User ²	1	0	3	0	1
Other Non-Motorized User	0	0	0	2	0
Other	1	0	0	0	0

Source: City of Oakland. Traffic Fatality Monitoring. <https://www.oaklandca.gov/topics/traffic-fatality-tracking>

1. 2022 and 2023 data are provisional and may be incomplete or subject to change.

¹ Oakland Equity Map, OakDOT Geographic Equity Tool: <https://www.oaklandca.gov/resources/oakdot-geographic-equity-toolbox>

² City of Oakland, Department of Transportation, [Citywide Crash Analysis](#) and [High Injury Network](#), 2018.

³ Please note that these relatively small numbers of fatalities are subject to some random variability year to year.

2. The 2019 death in this category was a person riding an e-scooter. The 2021 deaths in this category were 2 people riding an e-scooter and 1 person riding an ATV. The 2023 death in this category was a person riding a minibike.

The SOS team presented an informational report on the SOS initiative ([File# 21-0167](#)) to the Public Works and Transportation Committee on March 23, 2021, and to the full City Council on April 20, 2021. Since that initial report, the SOS team prepared annual reports on the status of the initiative to the Public Works and Transportation Committee on June 28, 2022 ([File# 22-0236](#)) and May 23, 2023 ([File# 23-0251](#)). This report serves as the annual SOS status update for calendar year 2023.

ANALYSIS AND POLICY ALTERNATIVES

The SOS initiative focuses on six areas of strategic implementation to eliminate traffic fatalities and prevent severe injuries while advancing equity: 1) Coordination and collaboration; 2) Engineering; 3) Policy; 4) Planning and evaluation; 5) Engagement, education, and programs; and 6) Enforcement. These six strategy areas are in alignment with the recommendations of the Reimagining Public Safety Taskforce and support the Citywide priority to create **vibrant and sustainable infrastructure**. Progress on SOS strategies and activities in 2023 include:

1. Coordination and Collaboration: Department of Transportation (OakDOT) and Oakland Fire Department (OFD) Agreements

In 2023, OakDOT and OFD strengthened coordination on street design considerations, including conducting two site visits, vehicle tests, and detailed measurements, as well as hosting monthly meetings to discuss project design recommendations and forge agreements on key points. Key accomplishments in 2023 include the approval of an interdepartmental agreement related to the placement of flexible plastic delineator posts in the public right-of-way. This agreement facilitates a shared understanding between agencies to enable OakDOT to install critical safety improvements that are also supportive of OFD operations and aligned with the Oakland Fire Code. OakDOT and OFD will utilize the once-every-three-years update to the Fire Code as a future prompt for reviewing the memo and making updates as needed to reflect lessons learned and potential changes to the Fire Code. OakDOT and OFD will continue to work together to move projects forward, understand each department's operational needs, and forge agreements to streamline project review.

2. Engineering: Implementing data-driven engineering improvements:

Re-designing streets to be safer for all users remains a central pillar of the SOS initiative. OakDOT continues to prioritize the delivery of safety upgrades and improvements, focusing on the 2018 HIN and in the Highest and High Priority Equity Communities. All OakDOT Paving projects include safety enhancements, such as curb ramps, high-visibility crosswalks, and other intersection safety upgrades, as a cost-effective, efficient, and routine approach to achieving multiple City objectives. In particular, complex paving projects may involve road diets, bulb-outs, and other more extensive geometric roadway design changes to improve safety. One major example from 2023 of OakDOT's approach in leveraging the Paving program is the [High Street Paving Project](#). This paving project delivered holistic improvements to 21 blocks of High Street between Foothill Boulevard and Tompkins Street, including speed cushions to

slow drivers; concrete medians at intersections and other key locations to prevent drivers from unsafely passing in the turning lane; providing pedestrian safety islands, beacons, and curb ramps at numerous crosswalks to help people cross the street safely; and providing ADA accessible bus stops.

In 2023, OakDOT initiated construction on a total of 100 Traffic Safety Improvement Projects (**Attachment A**) where the primary purpose is to substantially enhance pedestrian and bicyclist safety and/or to implement safe routes to schools. To evaluate the effectiveness of OakDOT's prioritization processes with regard to safety and equity, the following analysis examines whether projects were implemented on the 2018 HIN and in the Highest and High Priority Equity Communities. Projects are considered to be on the HIN if over 50% of the project is within 500 feet of the HIN. The 500-foot buffer from the HIN accounts for schools and other sensitive land uses that may not always be directly located on a major street. Using OakDOT's Geographic Equity Toolbox,¹ projects are considered located within a Priority Equity Community if a majority of the project (over 50%) is in a Highest or High Priority Community. For the purposes of this analysis, projects are divided into Capital Improvement projects and Near-Term Improvement projects. Capital Improvements are large-scale and longer-term, generally incorporating whole corridors and including substantial community engagement to inform a project's design. Near-Term projects are much smaller in scope and scale, and generally include improvements delivered in-house such as signage, striping, and other surface-mounted materials. The analysis includes Capital Improvement projects that began construction in 2023 and Near-Term Improvement projects where a Work Order has been completed and improvements installed in 2023.

In 2023, 14 Capital Improvement projects began construction, and 86 Near-Term Improvement projects were completed, for a total of 100 traffic safety improvement projects. Of the 14 2023 Capital Improvement projects,⁴ 36% are on the HIN (**Chart 1**), and 50% are in High and Highest Priority Equity Communities (**Chart 2**). While it may appear that 2023 Capital Improvement Projects were overall less focused on the HIN and Priority Equity Communities, further analysis shows that 80% of the non-paving capital projects and larger paving projects (East Bay Greenway - Segment II; International Pedestrian Lighting and Sidewalk Repair Project; 8th Street West Oakland Traffic Calming Project; High Street Paving Project; and West Grand Avenue Repaving & Pedestrian Safety Improvement Project) were focused on improvements to the HIN and 83% of these projects will deliver improvements to High and Highest Priority Equity Communities.

⁴ For all capital improvement project development, OakDOT advances an equity framework to address transportation disparities. This equity framework involves:

- 1) Analyzing data to measure existing health, safety, and racial disparities in transportation outcomes for Oaklanders;
- 2) Engaging community members in developing the City's Capital Improvement Program (CIP) and in developing projects; and
- 3) Addressing disparities by centering equity in the City's CIP project selection process to deliver equity-focused infrastructure to Oaklanders.

Chart 1: 2023 Capital Improvement Projects, HIN Analysis

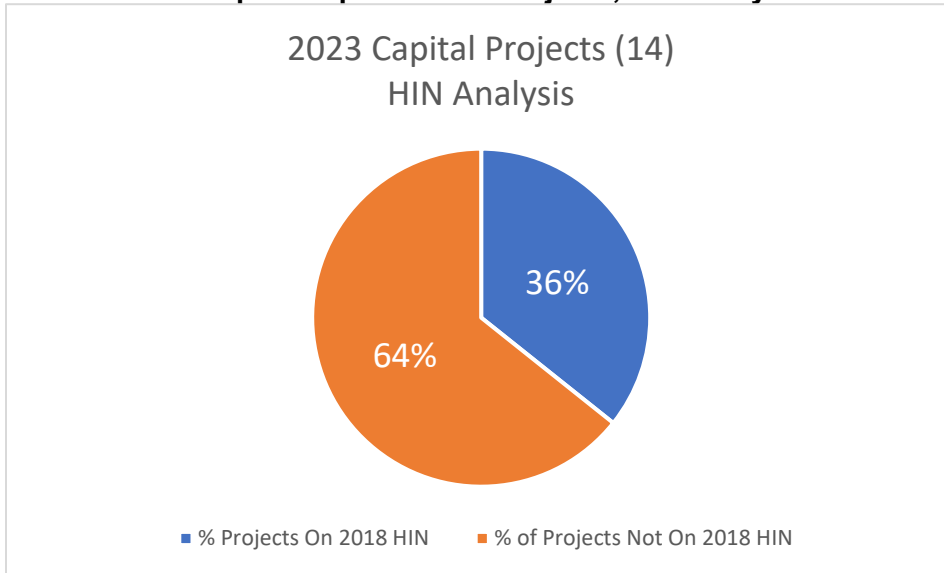
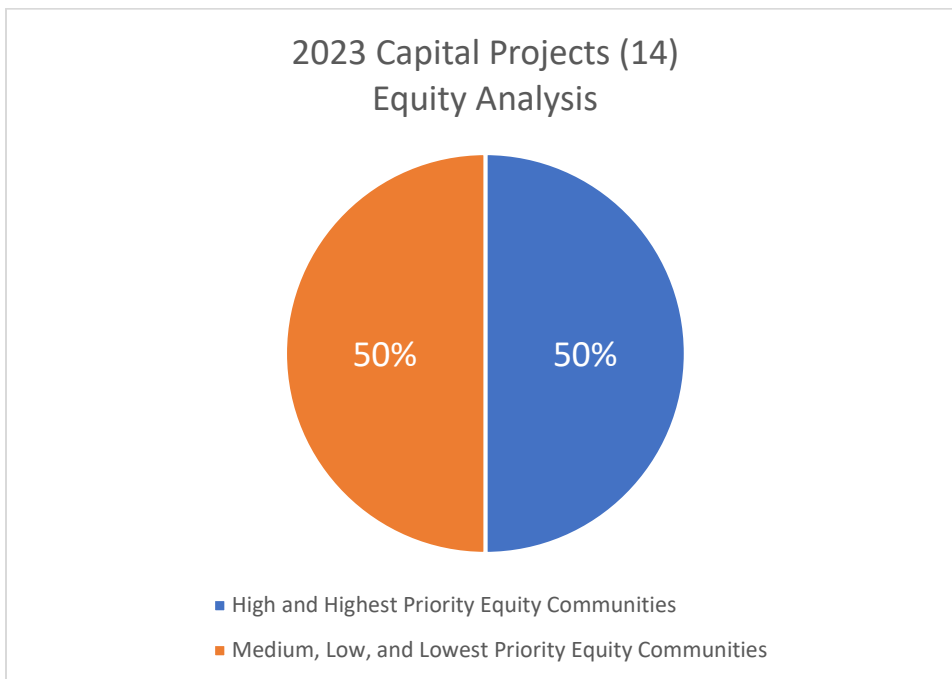


Chart 2: 2023 Capital Improvement Projects, Priority Equity Community Analysis



Near-Term Improvement projects include school safety improvements, rapid response, violence prevention, City Council Discretionary and Earmark projects, Oak311 traffic safety requests, speed bump requests, and speed limit reduction projects (**Table 2**). All

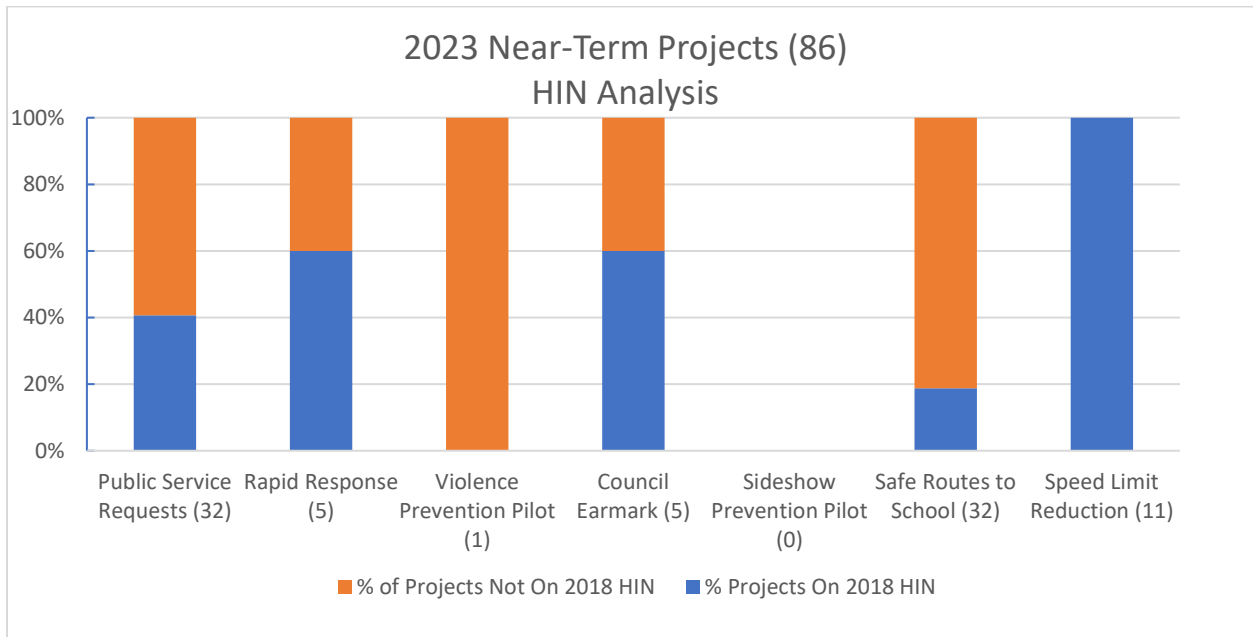
projects on the Near-Term list have been constructed in 2023 (**Attachment B**). Due to contracting challenges, speed bumps were only completed at 4 locations. All approved 2023 speed bump requests will be constructed in 2024 (anticipated total of 79 locations). A significant amount of staff time in 2023 was also dedicated to working with AC Transit and Caltrans on the planning and design of the International Boulevard safety improvements, which will be implemented in 2024.

Table 2: Near-Term Improvement Project by Program Type and Prioritization Approach

Program	Prioritization Criteria	2023 (N)
Oak311 (Public) Service Request	Crashes, Equity, Land Use	32
Rapid Response to Traffic Fatality	Traffic Death Locations	5
Speed Bumps	Resident Petition	4
Violence Prevention Pilot Locations	OPD Police Beats with High Violence	1
Council Earmark Locations	Council Discretion	5
Sideshow Prevention Pilot Locations	OPD-identified Locations with Large, Violent, Persistent Sideshows	0
Safe Routes to School	By Request of School Staff	32
Speed Limit Reduction	AB 43 Eligibility, 2018 High Injury Network, Equity	11

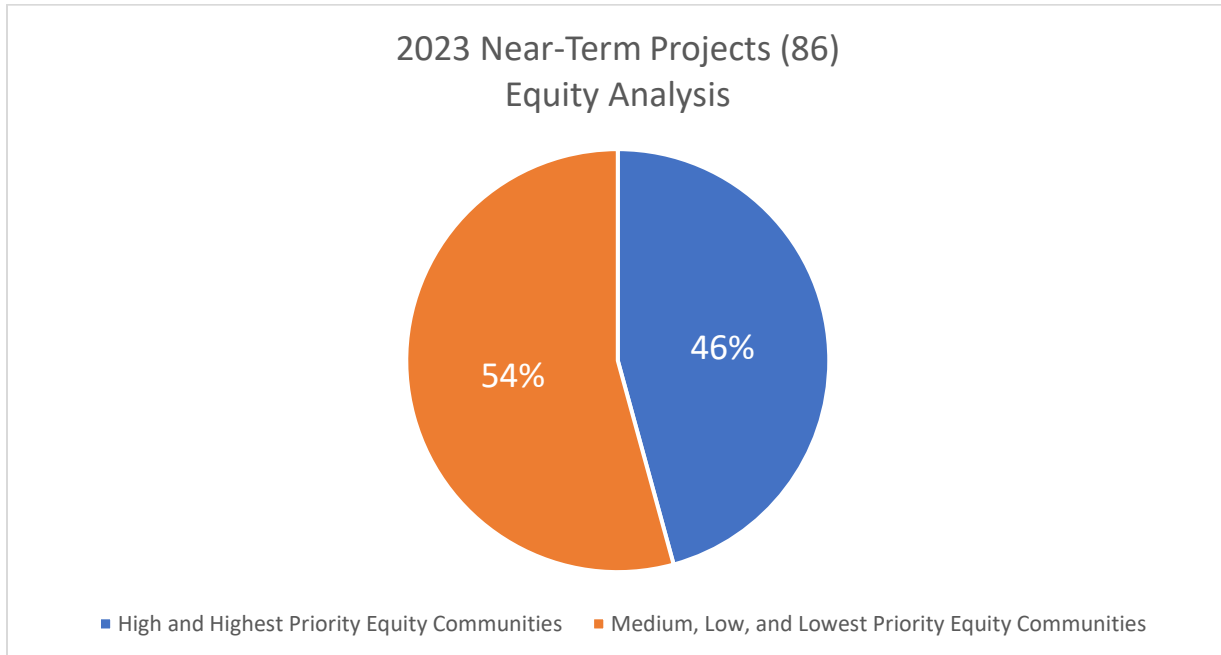
Because speed bumps are only implemented on residential streets, they are not located on the 2018 HIN. Accordingly, the following analysis excludes speed bump projects. Of the remaining 86 Near-Term Improvement projects, 42% are on the HIN (**Chart 3**), and 46% are in the Highest and High Priority Equity Communities (**Chart 4**).

Chart 3: 2023 Near-Term Improvement Projects*, HIN Analysis



*Excludes speed bumps

Chart 4: 2023 Near-Term Improvement Projects*, Priority Equity Community Analysis



*Excludes speed bumps

While it is important to monitor performance on an annual basis, year-to-year variations may skew overall progress. Accordingly, OakDOT has conducted a HIN and Priority Equity Community Analysis for the entire set of projects since the launch of the SOS Initiative (2021-2023). Of the 2021-2023 Capital Improvement projects that began construction, 69% are on the HIN (**Chart 5**), and 56% are in High and Highest Priority Equity Communities (**Chart 6**). Of the completed 2021-2023 Near-Term Improvement projects, 53% are on the HIN (**Chart 7**), and 68% are in the Highest and High Priority Equity Communities (**Chart 8**).

Chart 5: 2021-2023 Capital Improvement Projects, HIN Analysis

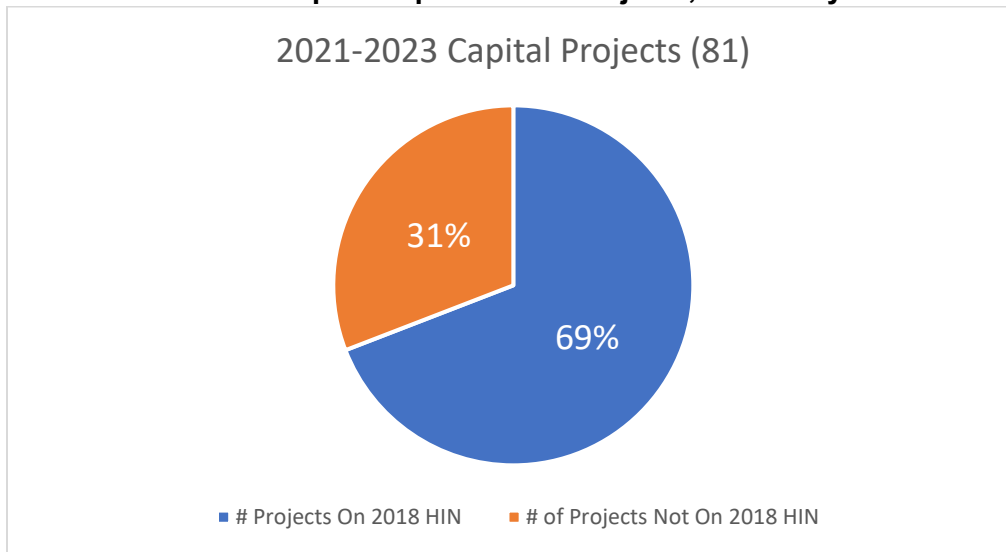


Chart 6: 2021-2023 Capital Improvement Projects, Priority Equity Community Analysis

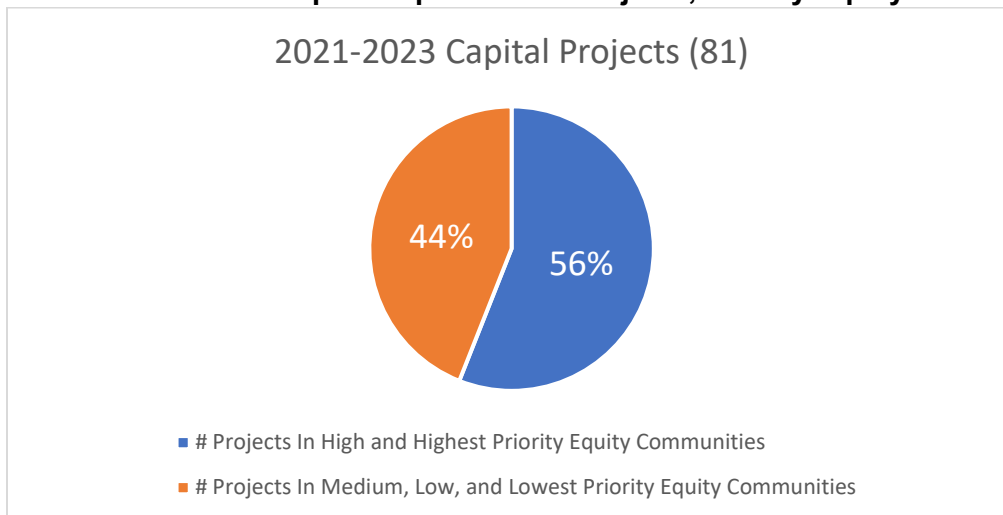
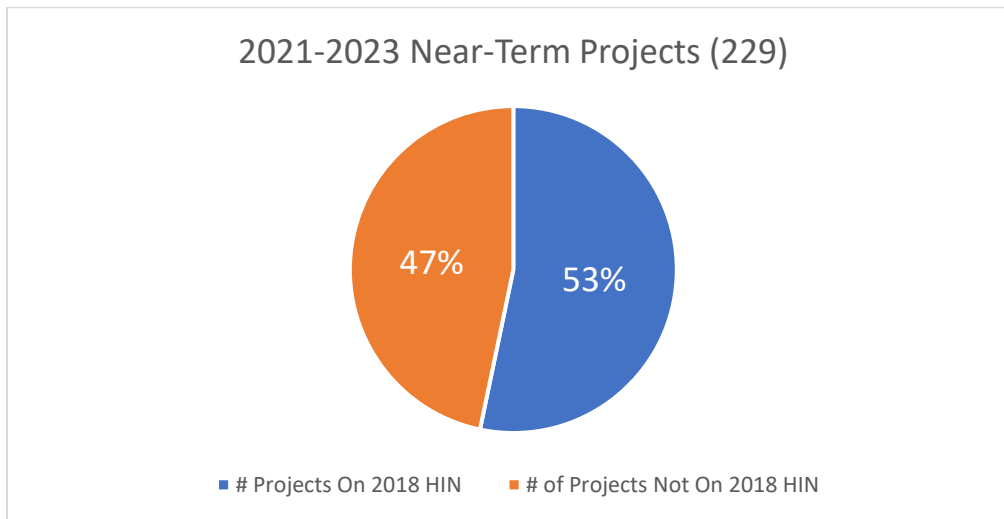
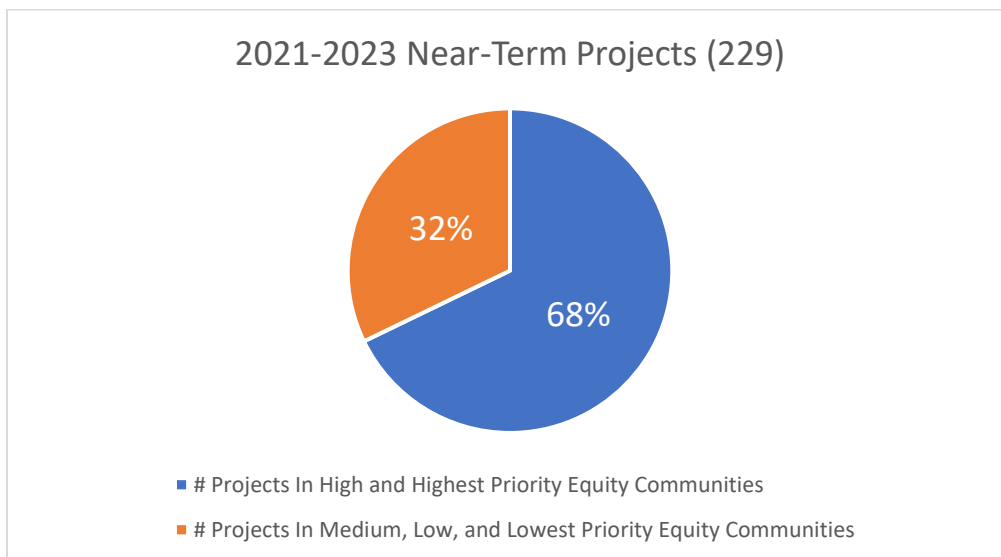


Chart 7: 2021-2023 Near-Term Improvement Projects*, HIN Analysis



*Excludes speed bumps

Chart 8: 2021-2023 Near-Term Improvement Projects*, Priority Equity Community Analysis



*Excludes speed bumps

Lastly, **Attachment B** summarizes the current status of all Rapid Response investigations activated in response to 2023 fatalities or collisions.

3. Policy: Automated Speed Enforcement

In 2023, the City of Oakland supported and played a pivotal role in collaborative efforts with other cities and non-governmental organizations across the state to advocate for and achieve state authorization to utilize automated enforcement systems (or speed

safety cameras). This was the culmination of a years-long effort with partners from across the state. Mayor Sheng Thao, the Bicycle and Pedestrian Advisory Commission (BPAC), and the Privacy Advisory Commission (PAC) adopted support positions for [AB 645 \(Friedman\)](#) that authorizes a pilot speed safety camera program with appropriate impact mitigation measures for low-income residents of equity priority communities, such as reduced fines and penalty alternatives, and strong privacy protections—in alignment with the recommendations from the Reimagining Public Safety Task Force. The PAC motion declared that the PAC did not find significant privacy intrusion sufficient to oppose AB 645. Additionally, OakDOT provided witness testimony at the July 11, 2023, California Senate Judiciary Committee in support of AB 645. AB 645 was ultimately signed into law by Governor Newsom on October 10, 2023, and Oakland is included as one of six cities authorized to pilot the use of speed safety cameras. OakDOT is in the process of setting up the pilot program and anticipates providing an update to the City Council in Summer 2024, as well as engaging and educating the broader public in late Summer/Fall 2024.

4. Planning and Evaluation: West Street Project Evaluation

Completed in 2022, the [West Street Road Diet Project](#) included the construction of six pedestrian safety islands, two raised intersections, five speed cushions plus one speed hump. It removed the two-way center turn lane to add buffers to bike lanes originally installed in 1997. Work was completed on West Street from West Grand Ave to 52nd Street. A project evaluation is underway that will compare before/after data on traffic speeds, traffic volumes, and stop sign compliance to inform future OakDOT projects and traffic calming strategies. OakDOT has completed a before study of the corridor that is available online.⁵

5. Enforcement: Data-Driven Traffic Safety Enforcement

Under the SOS initiative, OPD's approach to traffic safety enforcement operations leverages data to prioritize the Traffic Enforcement Unit's resources at locations on the 2018 HIN and to address the most dangerous driving behaviors: unsafe turning, speeding, driving or bicycling under the influence of alcohol or drugs, failure to yield, and disobeying traffic signals (including red light/stop sign running).

Non-dispatch, non-intel led traffic stops are the stops that OPD officers make for traffic enforcement (in contrast to stops that are the result of a dispatched call for service or are intelligence-led) and, thus, have the most discretion. This subset of OPD stops is the focus of SOS reporting and analysis. Detailed information regarding all OPD stops is also publicly available here: <https://www.oaklandca.gov/resources/stop-data>.

Attachment C includes summary statistics for these non-dispatch, non-intel-led traffic stops for 2023.

Key findings for non-dispatch, non-intel led traffic stops include:

- In 2023, 63% of stops were within 500 feet of the HIN compared to 61% in 2019.

⁵ Oakland Department of Transportation. Road Diet Feasibility Study: West Street, San Pablo Avenue to 52nd Street. 2020. Available at https://cao-94612.s3.us-west-2.amazonaws.com/documents/WestSt_Road-Diet-Study.pdf

- In 2023, 79% of stops were for the most dangerous driving behaviors contributing to severe and fatal crashes, compared to only 40% in 2019.
- In 2023, 83% of stops were in high priority equity neighborhoods; 68% of the 2018 HIN is in high priority equity neighborhoods.
- The return of the Traffic Enforcement Unit in 2022 Quarter 3 has increased the number of non-dispatch, non-intel led traffic stops in Oakland.
- Racial disparities in traffic stops persist, with more stops conducted on Black and Latiné drivers than crashes involving Black and Latiné drivers (the best proxy for who is driving on local streets). Black and Latiné drivers comprise 73% of traffic stops in 2023 compared to 66% of drivers involved in crashes.

OPD regularly assesses traffic violation stops and holds monthly risk management meetings, focusing on stop data and other risk data. Supervisors and Commanders are expected to ensure that officers' actions are lawful, effective and responsive. Where disparity is evident, supervisors and command work to determine causes and potential mitigations.

SOS Initiative Look Ahead

Collaboration across participating City departments – the CAO, OPD, DRE, and OakDOT – has achieved a remarkable amount of progress that staff are excited to continue building upon, leveraging partnerships that help address other challenges facing Oakland (e.g., community violence, the housing crisis) and despite persistent personnel vacancy challenges. The SOS initiative will focus its efforts over the next year on the following activities, in addition to continual refinement of the key strategies reported above:

- Continue to focus resources on the HIN and Oakland's High Priority Equity Communities**, the areas most impacted by severe and fatal crashes and historic under-investment in transportation infrastructure that saves lives and creates safer, healthier communities.
- Implementation of Updated HIN:** The HIN identifies the most dangerous streets in Oakland, which is then utilized to prioritize locations for SOS activities. OakDOT completed and publicly released the updated 2024 HIN in June 2024⁶ utilizing the most recent finalized set of severe and fatal crash data covering 2017-2021. Additional activities stemming from the 2024 HIN include updating the 2018 Citywide Crash Analysis to examine crash outcome patterns affecting different groups. Next year's SOS Annual Report will utilize the 2024 HIN for analysis and reporting purposes and will discuss how the updated HIN affects SOS activities moving forward.
- International Boulevard Safety Improvements and Speed Cushion Pilot:** International Boulevard continues to be a focus corridor from both the HIN and

⁶ Oakland Department of Transportation. 2024 High Injury Network.
<https://www.oaklandca.gov/resources/high-injury-network-2024>

Priority Equity Community perspective for the City, with severe and fatal crashes persisting despite significant safety investments that accompanied the Bus Rapid Transit project in 2020. Funded and delivered in partnership between the City of Oakland (over \$1.8 million) and AC Transit (\$400,000), the planned safety treatments aim to enhance adherence to the bus-only lane and reduce speeding, red light violations, and other moving violations in the corridor between 14th Avenue and 107th Avenue. The project is now expected to break ground in Summer 2024. The project will include an evaluation of the effectiveness of these treatments, which will then inform a future phase of more permanent improvements to the corridor. In May 2024, AC Transit secured an additional \$3.9 million from the Metropolitan Transportation Commission (MTC) Bus Accelerated Infrastructure Delivery (BusAID) Program to commit to future investments in the International Boulevard corridor. The Mayor's Proposed Budget for Fiscal Year 2024-25 also identifies an additional \$1.28 million in one-time funding to support further safety improvements to International Boulevard and is subject to Council approval.

Additionally, in Spring 2024, the City of Oakland and AC Transit agreed to implement a parallel pilot of speed cushions on International Boulevard. Next year's SOS Annual Report will include a discussion of the evaluation results of both the safety improvements and speed cushion pilot projects.

- d. **Speed Safety Camera Pilot Program:** With the passage of AB 645, OakDOT is leading efforts to establish a Speed Safety Camera Pilot Program as quickly as possible. AB 645 authorized Oakland to establish a pilot at no more than 18 locations citywide and includes many complex state requirements that must be satisfied. Next year's SOS Annual Report will include a progress update on the establishment of the Speed Safety Camera Pilot program.
- e. **Continued OakDOT/OFD Collaboration:** Building on the successful collaboration between departments in 2023, OakDOT and OFD anticipate completing an additional inter-departmental memo in 2024 that will memorialize design approaches for pedestrian safety islands for traffic calming that also balance emergency vehicle access needs.

FISCAL IMPACT

This item is for informational purposes only and does not have a direct fiscal impact or cost.

PUBLIC OUTREACH / INTEREST

In addition to public engagement on safety-focused Capital or Near-term Improvement projects, SOS staff presented at the following public meetings in 2023:

- Bicycle and Pedestrian Advisory Commission (BPAC)
- Privacy Advisory Commission (PAC)
- Mayor's Commission on Aging
- Public Works and Transportation Committee

Public Works and Transportation Committee
July 23, 2024

COORDINATION

The City departments listed below worked together to advance the SOS strategies to save lives and prevent severe injuries:

- City Administrator's Office
- Oakland Department of Transportation
- Oakland Police Department
- Department of Race & Equity
- Oakland Fire Department

PAST PERFORMANCE, EVALUATION AND FOLLOW-UP

This report is the third Annual Report on the SOS Initiative and provides updates and follow-up on the goals set forth in the launching of the Initiative and subsequent annual reports. Thorough evaluation for equity and efficacy was performed at the launch of SOS, when determining the strategies and actions.

SUSTAINABLE OPPORTUNITIES

Economic: The 2018 Citywide Crash Analysis² analyzed nearly 2,000 injury collisions from 2012-2016 to understand the impacts on Oaklanders and how to effectively focus safety efforts. During that period, there was a 76% increase in severe or fatal injuries, which accounted for \$900 million in yearly costs of traffic crashes.

Environmental: With the transportation sector accounting for nearly two-thirds of local greenhouse gas (GHG) emissions, the City's Equitable Climate Action Plan recognized that encouraging and increasing the use of more sustainable modes of transportation (walking, rolling, biking, or taking transit) is key to achieving the City's climate goals. Creating safer streets for our most vulnerable road users—pedestrians, bicyclists, children, people with disabilities, and older adults—is a prerequisite in the City's efforts to encourage more sustainable transportation choices. The SOS Initiative is squarely focused on improving traffic safety on Oakland streets, making walking, rolling, biking, and taking transit more viable and attractive as daily transportation options for Oaklanders.

Race & Equity: The 6% of City streets that account for the majority (60%) of crashes (i.e., the High Injury Network or HIN) also has high overlap with OakDOT's Priority Equity Communities (as identified in the OakDOT Geographic Equity Toolbox¹). Almost 95% of the 2018 HIN is located in medium to highest priority neighborhoods, despite these same neighborhoods representing only about 40% of the City's total area. In analyzing crash data from 2012-2016,² OakDOT found that as compared to all Oaklanders, Black Oaklanders are two times more likely to be killed or severely injured in traffic crashes and three times as likely to be killed or severely injured while walking.

It is through this data analysis and identification of disparities that the SOS initiative was established with an explicit goal of eliminating severe and fatal injury inequities, including racial disparities impacting BIPOC communities that exist today in Oakland. Each SOS Annual Report includes an equity analysis of OakDOT projects that began construction or were delivered in that calendar year to track OakDOT's progress in integrating equity prioritization in project planning, development, and delivery. Due to year-to-year variabilities in crash data, a race and equity analysis of crash outcomes is not completed annually. Still, it will instead be timed with updates to the HIN—this should provide insight into whether the City is making progress on reducing crash outcome disparities.

ACTION REQUESTED OF THE CITY COUNCIL

Staff Recommends That The City Council Receive The 2023 Safe Oakland Streets (SOS) Annual Informational Report From The Department Of Transportation, In Coordination With The Oakland Police Department, The Department Of Race And Equity, And The City Administrator's Office

For questions regarding this report, please contact Mica Amichai, Safe Oakland Streets (SOS) Coordinator, at (510) 238-6653.

Respectfully submitted,

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Public Works and Transportation Committee
July 23, 2024

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Attachments (3):

- Attachment A: 2023 Engineering Safety Improvement Projects
- Attachment B: 2023 Rapid Response Investigations and Status
- Attachment C: 2023 OPD Stop Data Analysis